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MISCELLANEOUS.

The Increasing Cost of Crime in Ohio.—Ohio has large and increasingly expensive problems in the handling of offenders against the social order. Delinquents in four correctional institutions under the care of the Ohio Board of Administration on the last day of March, 1916, numbered four thousand nine hundred and fifteen. The same day found something over fifteen thousand insane, feeble-minded, and epileptic, in the care of state institutions. Roughly then, one quarter of the annual budget of the Ohio Board of Administration, of about five million dollars, goes for the maintenance of those who have committed offenses against the social order.

The state, as a state, however, is dealing only with the end-product, in the attempts to reform and restore these delinquents. Counties and cities with their officers and institutions for the arrest, detention, trial, and conviction of criminals, are spending enormous sums of money. They also maintain correctional institutions, formerly called workhouses.

Evidently then, to come to any adequate idea of the community expenses incurred in Ohio on account of offenses against society's statutory regulations, we must ascertain the expenses of counties and cities, as well as those of the state government.

In order to give an idea of the *rate of increase* of expenses for crime, two years, representing the extreme of an eight-year period, have been taken for comparison. Eight is the extreme number of consecutive years for which analyses of expenses of cities and counties are available in the Bureau of Inspection and Supervision of Public Offices.

The following figures relative to the cost of delinquency in Ohio have been prepared from the "Comparative Statistics for the Counties and Cities of Ohio," published and held as manuscript by the Bureau of Inspection and Supervision of Public Offices. The reports for 1906 are the first of this sort published in Ohio. The manuscript reports from city and county auditors for 1914 constitute the latest returns complete for a year. The data for state expenses for the four correctional institutions were found in the "Ohio Bulletin of Charities and Correction," Vol. 14, No. 4, and Vol 21, No. 2, published as a report of the Ohio Board of State Charities.

The year, in each case, for cities ended December 31, for counties, August 31, and for state institutions, November 15. The figures, in each case, cover a full year, the largest part of which was in the calendar year designated. There is no overlapping of the city, county, and state expenses. The expenditures are *net* in every case, all income being already deducted.

It is impossible to make a clear-cut separation of expenses on account of crime, because of the manner in which the data have been assembled, and because of the mixture of criminal and other actions in the same offices. For instances, the salaries of judges of common pleas courts and of sheriffs, are not wholly chargeable to crime. We charged all expenses of the common pleas courts and of the sheriffs' and prosecuting attorneys' offices to crime, but included no charges from the probate court. This court incurs many expenses on account of crime. We included no charges for maintenance of courthouses and jails. This item in 1906 amounted to \$528,147.36 and in 1914 to \$1,011,517.14, an increase of ninety-two percent. All of the jail, and much of the courthouse maintenance, is chargeable to crime. We are, therefore, pre-

sumably very safe in charging to delinquency all of the items in the following tables. Certainly some very large items directly chargeable to offenses against the social order we have not so charged. In any event, all items are the same for each of the two years, and therefore the percentage increases are valid.

TABLE I—Cost of Crime in Ohio Cities for 1906 and 1914. Years ended December 31. Figures summarized from "Comparative Statistics. Cities of Ohio, 1906," and from manuscript reports of City Auditors for 1915.

	<i>Year 1906.</i>	<i>Year 1914.</i>
Police Department	\$2,260,559.00	\$3,500,579.61
Court Costs	46,303.59	35,615.31
Jury and Witness Fees.....	5,698.26	86,016.20
Police Courts	61,697.88	209,516.27
Justices' Courts	57,490.06	62,958.61
Workhouses	230,028.44	459,266.43
Total	\$2,661,777.23	\$4,353,952.43

TABLE II—Cost of Crime to the Counties of Ohio for 1906 and 1914. Years ended August 31. Figures summarized from "Comparative Statistics, County of Ohio, 1906," and from manuscript reports of County Auditors for 1914.

	<i>Year 1906.</i>	<i>Year 1914.</i>
Maintenance of Workhouses.....	\$ 47,166.78	\$ 40,520.48
Clothing, etc., for Inmates of Industrial Schools....	31,178.98	436,197.04
Common Pleas Courts	855,394.37	1,020,218.38
Juvenile Courts	9,350.24	135,870.84
Justices' and Mayors' Courts.....	60,892.40	88,642.43
Police Courts	47,722.43	59,050.53
Criminals, including Salaries of Jail Matrons.....	177,776.87	504,143.37
Sheriffs' Offices	182,917.88	595,011.76
Prosecuting Attorneys' Offices	252,374.74	234,447.07
Fees of Attorneys defending Prisoners and Prosecutions by Humane Societies	60,895.03	35,776.19
Total	\$1,725,669.72	\$3,149,878.09

TABLE III—Cost of Maintenance, less total receipts including payments for clothing and board of inmates, at the four Ohio correctional institutions for the years 1906 and 1914. Years ended November 15. Figures taken from "Ohio Bulletin of Charities and Correction," Vol. 14, No. 4, pp. 47, 49, 51, and 53, and Vol. 21, No. 2, p. 104.

	<i>Year 1906.</i>	<i>Year 1914.</i>
Ohio Penitentiary	\$ 44,430.98	\$ 327,583.07
Ohio State Reformatory	101,981.01	291,450.57
Boys' Industrial School	114,810.49	184,306.83
Girls' Industrial School	50,008.00	105,427.26
Total	\$ 311,230.48	\$ 908,767.73

TABLE IV—Summary statement of city, county and state expenses for delinquency for 1906 and 1914, with percentage increases of each for the eight-year period. Total expenses for delinquency show an increase of seventy-nine per cent in eight years.

	<i>Year 1906.</i>	<i>Year 1914.</i>	<i>Percentage Increase in Eight Years.</i>
Ohio Cities	\$2,661,777.23	\$4,353,952.43	64
Ohio Counties	1,725,669.72	3,149,878.09	82
Four Correctional Institutions of Ohio	311,230.48	908,767.73	192
Total	\$4,698,677.43	\$8,412,598.25	79

Some of these increases are to be explained by changes in law and practice. The juvenile court was very new in Ohio in 1906. In 1914 such a court was operating in each county. In 1906 the Ohio Penitentiary was under the contract labor system. In 1907 an actual profit of thirty-four hundred dollars was shown. It has been a matter of no little expense to change from a penal to a correctional basis in the operation of this institution. When opportunity is provided for each prisoner to work, and the idle house is abolished, the penitentiary will again be self sustaining, and the plan of the reformation of the prisoners, will have been rationalized and the reformation facilitated.

The population of Ohio as calculated by the United States Bureau of the Census for July 1, 1906, was 4,533,064, and for July 1, 1914, 5,026,898. In these eight years the population of the entire state increased, therefore, about eleven percent. The actual average daily populations of the state institutions increased twelve and one-half per cent in the same time, but the commitment rates increased eighteen percent. This indicates a speeding up of the correctional work, or rather a shortening of the average residence, probably because of the increased commitment rate without proportionate increase in facilities for caring for the large numbers.

With an increase of eleven percent in the population of the state, we find an increase of seventy-nine percent in the aggregate expense, of the cities, the counties, and the state, on account of crime, in these same eight years.

TABLE V—The increases, and percentage increases, in jail populations; total numbers of sentences, to the Ohio Penitentiary, and Ohio State Reformatory; and the charges with felonies. These increases compared with the increase in population of Ohio in eight years.

	Year 1906.	Year 1914.	Increase.
Population of Ohio	4,533,064	5,026,898	10.9%
Jail Population in Ohio.....	18,591	26,307	42.0%
Total Numbers of Sentences in Ohio.....	4,894	7,036	44.0%
Sentences to O. P. and O. S. R.....	974	1,595	64.0%
Charged with Felonies	4,039	8,079	100.0%

As to the character of crime it is significant that while the jail populations increased forty-two percent from 1906 to 1914, those charged with *felonies* in the latter year exceeded by one hundred percent those so charged in 1906. Charges for *misdemeanor* increased thirty-five percent. Charges of *violation of ordinances* decreased about twenty-five percent. These figures exhibit the serious aspect of the crime situation, and a further cause of the increased expense of criminality to the community. It costs more to apprehend and convict a given number of culprits, when the offenses are more grave. That thirty-eight percent of twenty-one thousand preferred charges in 1914 were for felonies, whereas only twenty-six percent of fifteen thousand preferred charges in 1906 were for felonies, affords significant explanation of some of the increased cost of crime in Ohio in this period of eight years.

During the eight years under consideration, the foreign born element in jail populations in Ohio increased about parallel with the increase of the total jail population. The foreign born in jail during 1906 and 1914 constituted eighteen and nineteen percent of the total jail populations for the respective years. There was a slightly greater increase in the number of jailed persons born in other states. In 1906, 3,600 of the total 18,591, or nineteen percent,

were born in states other than Ohio. In 1914, 6,867 of the total of 26,307, or twenty-six percent, were born in other states. The increase in expenses for crime can not, therefore, be charged in any large measure to migration, either from foreign countries or from other states, into Ohio.

In reckoning the cost of crime to the community, we must consider that these money expenses are only a few of several items in the bill. These offenders, if producing their fair share of the means of subsistence, would be contributing more to the happiness of the rest of the human family than they now take away by the expenses of their apprehension, conviction, custody, and attempted reformation. Further than this, the talent employed in these various activities set in motion by the offenses in question, would, if released from pursuing, detaining, and reforming criminals, contribute an even greater amount to the happiness of the human family, than would the properly directed energies of the delinquents themselves. The economic waste of crime in Ohio is far in excess of the eight and a half million dollars it cost us in actual money expenditure in 1914.

The offenders are temporarily upon the scrap heap of humanity, like the insane, the feeble-minded, the epileptic, and persons suffering from incurable diseases. They are, for the time, a waste product, like the adrenalin and thyroid extract which the meat packers formerly wasted, like the scrap lumber, and coal, and oil, which are wasted today, and like the soil of his hillsides which the Kentucky mountain farmer helps to slide from its rock foundation into the bed of the stream below. In common with waste products, and wasteful processes of production, whether mining, lumbering, farming or manufacturing, this waste of human energy dictates the application of intelligence to prevent the waste—to conserve human energy and direct it into lines of contribution to the happiness of the community. It indicates research into the causes of this waste, and into methods not only of preventing the waste, but conserving the building up into productive citizens the potential destroyers of the social order. We must learn to stop these wastes before they occur. We must prevent crime, as we prevent other disease.

In the rapid advances made in the applications of science to bettering the conditions of life of the human family, some have realized that society's duty to the criminal is not primarily to punish him, but to seek to reclaim and make of him a productive and happy member of society. These same persons who have some fundamental conceptions of the make-up of human character, and some vision of the evolution of human society, see that it is far more important to analyze the mental causes lying back of crime—to find the reason for anti-social behavior, than to develop keenly analytic and close sweeping methods for crime detection. These latter are very useful. It is most important that, by a bacteriological examination of the nail scrapings of a suspect, it be ascertained that he is the person who buried a babe in the edge of a stream, or, by the examination of a cigar holder found near a corpse that it belonged to the irregular teeth of the nephew of the dead man. All these applications of our best science to the detection of criminals, are in the interests of protecting society from anti-social persons.

But a wider and deeper vision of the crime situation dictates much more fundamental applications of science to the social problems involved. Wherever

an industry finds a waste which can be saved, it makes the saving. Many industries spend as much in their scientific laboratories to discover ways in which the processes of manufacture may be cheapened and the product improved, as they spend on their departments of advertising and sales.

In the work of reformation of criminals we can proceed intelligently and economically only when we know the mental and physical condition of the individual, which led up to his anti-social act. When we know these conditions, we shall know some are not reformable, and we shall cease to parole them, recognizing they are bound to repeat their offenses every time they are paroled. But these casual conditions, being ascertained in other cases, will suggest means of speedy correction. All medicine and psychological medicine must be called to aid in this diagnosis of causes of crime, for the purpose of preventing further crime. Such use of science, though, will enable us to correct social, biologic, and economic conditions, which are producing anti-social acts, and thus prevent the occurrence of the anti-social behavior. This is the radical and common sense way of cutting down the bill of expense for crime. By investigating causes of crime, we shall learn how to prevent the occurrence of social and mental conditions which lead to anti-social acts.—Thomas H. Haines, M. D., Bul. No. 4 of the Bureau of Juvenile Research, Columbus, O.

First Annual Report of New York Bureau of Attendance.—This report for the year ending July 31, 1915, is a most valuable contribution to public safety literature. The Bureau of Attendance in New York City is a bureau of the Department of Education, which exercises functions relating to compulsory school attendance, juvenile labor activities, school census and general child welfare activities.

The first report of the Bureau, which is a volume of 216 pages, outlines clearly the functions of this Bureau and its policies; describes in considerable detail the excellent administrative procedures which have been formulated to accomplish the work of the Bureau; presents adequate statistical data in support of the most important parts of the text; narrates several case histories to give the critical reader a clear insight into the character of the work which the Bureau is prosecuting and contains valuable constructive recommendations for the development of the Bureau's work during the next year.

Since the relation between truancy, juvenile delinquency and adult criminality appears to be a close one, it is evident that effective work against truancy will result in lessening the work of the other public safety authorities. It is on this account that the first report of the New York Bureau of Attendance should be carefully studied by public safety authorities throughout the United States, in order that each city may adopt as many of the policies described in this report as may be found suited to the needs of the city.

The report has been prepared in an unusually lucid and readable form, so that it will appeal to the layman as well as to the professional public safety official and public school officer. The director of the bureau is John W. Davis, who in the report pays to the assistant director, George H. Chatfield, a well-deserved tribute. Few reports come to our desk which show such large initiative, constructive ability and personal energy in the discharge of official duties as are reflected in this First Report of the New York Bureau of Attendance.

New York City.

LEONHARD FELIX FULD.